Enrollment Management Revisited

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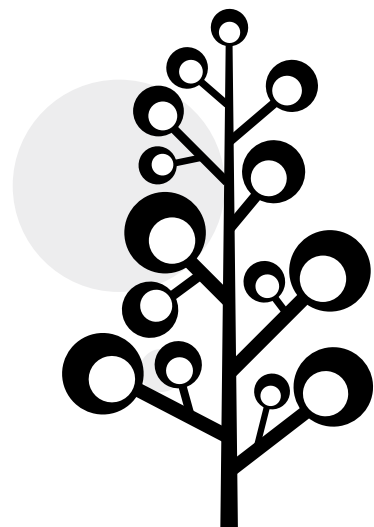Dolores Davison, Foothill College
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The Academic Senate for California Community Colleges

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Abstract

The 1999 Academic Senate for California Community Colleges paper, *The Role of Academic Senates in Enrollment Management,* presented principles for effective faculty participation in developing policies and making decisions that affect course offerings. In 2007, an Academic Senate resolution called for an update to that paper, to provide senates with information that reflects various changes in the colleges and their operations since the earlier paper. This paper responds to that resolution by highlighting what has changed in the colleges in the last decade and providing guidance to local senates and faculty in general about issues and options when they participate in the development and implementation of enrollment management policies and procedures. This paper is not intended to replace the earlier paper, but rather to supplement it.

PART I. INTRODUCTION

IN 1999 THE ACADEMIC SENATE FOR California Community Colleges adopted a paper called *The Role of Academic Senates in Enrollment Management* (available at *www.asccc.org*). The authors began the paper with the following statement:

Whether in times of scarcity or abundance of student demand for courses, faculty must become involved in the development of enrollment management decisions that protect students' access and nurture their success in the learning environment. An expanding student population that is increasingly diverse must be assured access to college and opportunities for success.

Certainly those words are as true today as they were in 1999. While the principles in that paper continue to provide a solid foundation for discussions about the faculty role in enrollment decisions, enough has changed since 1999 to warrant a new resolution that was passed in 2007, calling for additional and more current information to assist academic senates with the challenging (and sometimes difficult) discussions that occur at their colleges and districts.

17.01 Resolution to Update Paper on Enrollment Management (Fall 2007)

Whereas, The Academic Senate paper on the *Role of Academic Senates in Enrollment Management* was written prior to 1999; and

Whereas, The issues surrounding enrollment of students in classes and the rationale to cancel or close a class should be based on data from multiple sources such as input directly from the program, analysis of current trends in enrollment, the impact of distance education enrollments on face-to-face classes, and other variables;

Resolved, That The Academic Senate of California Community Colleges update its paper on the role of senates in enrollment management to address recent variables that now affect enrollment challenges, including the specific role of faculty, students, administrators, and other constituent groups in making decisions about opening, closing, or canceling classes.

This paper is in response to the 2007 resolution, and aims to provide faculty with a background and strategies to assist them as they participate in local enrollment management activities and policy development. This paper is not intended to supplant the 1999 paper but rather to be a companion piece. It is hoped that this paper will not only be a resource to local senates but also to faculty chairs and all faculty members who participate in discussions that affect deciding which courses and numbers of sections will be offered at their college.

What is Enrollment Management in California's Community Colleges?

The literature about enrollment management typically focuses on universities whose aim is to maximize or limit enrollment by selecting the "best" students in ways that are not appropriate for open-access community colleges. When defining enrollment management for California's community colleges, there are much broader educational factors that should guide faculty discussions with other constituent groups. *The Role of Academic Senates in Enrollment Management (1999)* quoted Michael G. Dolence as follows:

The term "Strategic Enrollment Management" is a comprehensive process designed to help an institution achieve and maintain the optimum recruitment, retention, and graduation rates of students, where optimum is defined within the academic context of the institution. As such SEM is an institution-wide process that embraces virtually every aspect of an institution's function and culture. (p. 4)

It is important to note that this definition includes the words "within the academic context," serving as a reminder that academic considerations (such as student access and success) be paramount in decisions. This definition also points out the goals of student retention and graduation rates. While those are appropriate goals, they are insufficient, for California's community colleges fulfill multiple missions. An improved definition would make reference to students meeting all of their academic goals, whether they are certificates, degrees, career skills, transfer, basic skills or enrichment.

The 1999 paper contrasted enrollment management strategies in universities to those in community colleges and presented a definition that still resonates:

The public universities in California have historically managed over- and under-enrollment by raising or lowering the academic standards for admission. Since community colleges are committed to open access, scheduling and course offerings have been used as the principal mechanisms for controlling or enhancing growth. It is clear that enrollment management increasingly is being utilized to address a broad range of college policy and processes including matriculation, curriculum development, instructional delivery and style, and student services. All of these must be placed within the proper institutional context.

Local academic senates are in a position to frame and articulate the philosophical context of enrollment management from a faculty perspective. As such, this paper defines the term as follows: **Enrollment management is a process by which students enrolled and class sections offered are coordinated to achieve maximum access and success for students. All enrollment management decisions must be made in the context of the local college mission and educational master plan in addition to fiscal and physical considerations (emphasis added).** (p. 3)

Several aspects of the 1999 statement above are worth highlighting here. First, the statement that **"Local academic senates are in a position to frame and articulate the philosophical context of enrollment**

management from a faculty perspective" still serves as an important reminder to academic senates to ensure that the college's enrollment policies are developed with faculty at the table and with their students foremost in mind. Senates should ask what their local enrollment management policies are and whether they reflect their academic senate's philosophy. Does the local senate have such a philosophy? Does the college have an approved enrollment management policy? If the answer is "No" to either question, the academic senate should take the lead to accomplish these tasks.

Secondly, the 1999 definition continues to reflect a sound and still viable definition of what enrollment management should be in community colleges, with a focus both on access and student success. However, the interplay of these two factors poses a challenge: a college would not want a focus on access exclusively and encourage enrollment practices that hinder success and vice versa. For example, a program's enrollment could increase and realize more "success" if there were no prerequisites or if the college became selective about whom it serves.

One difficulty in the 1999 statement is the use of the word "maximum." Perhaps a better word would be "optimum" because optimum would not suggest such things as a large class size but rather imply a thoughtful balance. **In times of budget constraints, colleges may be tempted to pursue as many avenues as possible to increase apportionment, so it is critical to ensure that enrollment management decisions are not made in haste or for the wrong reasons**. Having fully functioning enrollment policies in place can ensure that decisions such as the number of sections to offer or when to cancel low-enrolled sections are made for sound reasons. While policies about enrollment management should include such guidelines as when to open additional sections, or when small sections should be cancelled, it is important not to limit the policy to one or two discrete components but rather recognize the many variables that affect decisions in various circumstances.

Enrollment management includes several components: 1) a philosophy, which informs 2) an enrollment management policy, 3) procedures and 4) the daily implementation practices. While the level of faculty participation in the procedures and implementation will vary across the state, academic senates should ensure they are at the front of the line in the development of a philosophy and policies for enrollment management.

A comprehensive enrollment management policy takes into account such things as the overall balance of the curricular offerings, department and program plans, the college's mission and educational master plan, accreditation requirements, certificate and degree requirements, student needs and demands including such things as the percentages of students needing basic skills, the facilities (needs and availability), staffing, performance goals, program discontinuance and reduction policies, as well as new program development criteria. Enrollment management policies and practices needs to take into account the multiple missions of the California community colleges while maintaining or increasing student access and student success. The underlying challenge, however, is how to make best use of resources without compromising effective educational practice.

A Philosophy of Enrollment Management

> "All curriculum is, at bottom, a statement a college makes about what it thinks is important."
> (Cohen & Brawer, p. 313).

There may be two broad ways to explain a philosophy of managing community college enrollment:

- Courses are selected and scheduled to meet students' needs with an emphasis on the current students and ensuring their success and goal attainment, or
- Courses are offered to maximize apportionment, often with a focus on attracting new students.

While these two views are not mutually exclusive, they can compete with one another. The first philosophy echoes the theme in the 1999 enrollment management paper which is also a theme of this paper: putting students' needs first, while the second perspective narrowly focuses on what is sometimes referred to as "chasing apportionment." **Faculty need to be ever vigilant to the motivations for enrollment management decisions**, questioning whether maximizing apportionment should be the primary factor in enrollment management to the exclusion of other values. One administrator rightly observed that it is easier to keep students than to chase them.

An example of the first philosophy can be seen in the California Community College System's recently renewed commitment to student success. When the Academic Senate recommended (and the Board of Governors approved) raising the graduation levels of English and mathematics in 2006, that decision led to the creation of the Basic Skills Initiative. Led by the Academic Senate, the Initiative provided an opportunity and incentive for colleges to reflect on and strengthen student success at their college. It provided professional development opportunities and some funding to initiate local changes to increase the success of basic skills learners. As a result of this initiative, some colleges decided to provide more or improved support services while others instituted learning communities, labs or new courses. The paradigm shift is in the direction of improving student success, which should result in more students reaching their goals. The initiative's focus on student success compels colleges to re-think their enrollment management priorities, policies and practices. **As colleges institutionalize a commitment to student success they may need to adjust what they offer, when and to whom**.

The second philosophy above narrowly seeks increased apportionment, which likely occurs because colleges are so woefully underfunded. However, an enrollment management plan that is guided by that perspective alone can result in limiting course offerings to the detriment of current students and their varied needs. California's community colleges take pride in their multiple missions: providing basic skills, workforce and university preparation, as well as enrichment and lifelong learning. These missions lay the foundation for determining the courses, programs and services provided. **Yet if a college is not careful, one or more of its multiple missions may be compromised.** For example, some people (both inside and outside the system) remain narrowly focused on the transfer mission—as if it were the only mission. Faculty need to be vigilant to behaviors that limit options for students and compromise fulfilling the locally-determined college mission.

An Academic Senate *Rostrum* article reminded readers, "Just setting foot on campus changes the life of many of our most disadvantaged residents—whether they take a noncredit ESL class or a single class for their employment

or a more structured program" (Walton, 2007, p. 3). The Academic Senate is committed to multiple missions for California community colleges (Resolution 6.03 Fall 2004), and in order to preserve the multiple missions, colleges must provide a range of courses, although local colleges determine the balance of offerings that is appropriate for them and their community. And while periodically some people argue against the necessity of certain courses in the schedule, it is the local faculty who know best what the students need in order to complete their various goals: occupational preparation, basic skills, general education, degree requirements, enrichment and transfer preparation.

Two of the recommendations in the 2001 paper *Faculty Role in Planning and Budgeting* not only speak to some fundamental principles for budget processes but also might be adapted to apply to enrollment management:

‣ The enrollment management philosophy, in an academic context, should be a bottom up process that trusts the expertise of faculty to determine what is needed to serve students most effectively.

‣ If the academic senate finds that existing enrollment management policy or processes are not providing students with an education of the highest possible quality, the academic senate should initiate appropriate changes to existing policy/processes.

These caveats can be used when senates (or committees) develop a local enrollment management philosophy statement, for the processes should be guided by a philosophy that the academic senate has developed either alone or in collaboration with other college constituents.

As local senates know, Title 5 §53200 establishes the academic senate's roles, including responsibility for recommendations about academic and professional matters, curriculum, educational program development, standards and policies regarding student preparation and success as well as processes for planning and budget. It is faculty who understand why students need a "general education;" they should determine the pedagogically appropriate class size, the course sequencing and the pre-requisite courses. Even the task of preparing a class schedule requires the balance of principles and pragmatism and certainly needs faculty participation. Scheduling includes clarifying what students need, what they take, when they take the classes and which faculty members and facilities are available—all considered along with budgetary constraints and with meaningful faculty involvement.

In summary, **a locally developed philosophy of enrollment management might include such over-arching principles as the following:**

‣ a focus on student access, student success and the quality of programs and services; a holistic approach;

‣ a recognition of the multiple missions of the college system and a commitment to the local balance as determined through participatory governance;

‣ a commitment to using good qualitative and quantitative data to inform decisions;

‣ a recognition of fiscal and facilities realities;

‣ compliance with regulations;

‣ a recognition that student retention, student persistence and student success are linked and are some of the measures that can be used to evaluate effective enrollment management plans.

Part II. What has Changed (and Not) in the Last Decade

When academic senates participate in the development or review of a philosophy and policy for enrollment management, it would benefit them to consider what has changed in the colleges to affect those decisions. The 1999 enrollment management paper outlined many of the issues facing colleges and considerations when decisions are made about scheduling courses, issues that are still important today. It makes sense for senates to use that paper as a companion to this one, and for convenience, its recommendations are repeated in Appendix A of this paper.

While the principles in the previous paper are still relevant, many factors have changed in our colleges since 1999, and those changes can influence which courses are taught and how they are scheduled. **This section will summarize the ways colleges are different today and suggest how those changes might affect the enrollment management policies and decisions.**

Course Delivery Modes, Compressed Calendars and Alternate Scheduling

Modes of Delivery

The way some instruction is delivered and the length of the academic terms have evolved since 1999 and the changes affect enrollment management decisions. Today, many more college classes are taught via distance education (DE). According to the Chancellor's Office, in 2007-08 there were nearly 200,000 more full time equivalent students (FTES) in DE than in 1998-99.[1]

DE has moved beyond correspondence and television courses to various formats where instruction may be fully online, or delivered in hybrid forms where students must attend in-person class meetings and complete work online. The trend towards offering more DE classes may ameliorate demands for classroom space, but requires alternative institutional resources in the form of faculty training and support for both faculty and students. Space constraints may lead to pressures to offer more courses via DE in the absence of adequate resources. Per Title 5, courses must only be taught via DE *after* appropriate curriculum approval processes are followed, and all institutional policies related to DE should ensure that the needed resources, including faculty training, are in place. **Only discipline faculty (working through their curriculum committee processes) should determine whether or not a course should be offered via DE.**

Once discipline faculty decide a course is suitable for DE and it has received the necessary approvals in the curriculum committee, the question of how many sections to offer arises. Such decisions should be informed by the enrollment management philosophy, perceived student demand, historical enrollment data, and the availability of qualified faculty not only prepared with the minimum qualifications but also prepared to teach in the DE mode. Such decisions should *not* be solely driven by faculty load considerations or the need for classroom space. It is unfortunate that in some cases staffing and scheduling decisions are

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[1] In 1998-1999, there were 921,036 FTES in credit DE courses while in 2007-2008, the figure was 1,117,693, which represents an increase of 196,657 https://misweb.cccco.edu/mis/onlinestat/ftes_rpt_de.cfm?RequestTimeout=1000).

made without the appropriate considerations and not always for the best pedagogical reasons. Faculty need to conduct serious discussions to determine the appropriateness of DE offerings. They should ask such questions as: Is it is appropriate to offer basic skills sections online? Is the goal simply filling class slots rather than being concerned about success or persistence to the next term or next course in the discipline? Are first-time students prepared for distance education studies? Do large sections of DE courses ensure the same effectiveness as traditional class sizes or delivery methods? In the case of class size, Title 5 §55208 says,

> The number of students assigned to any one course section offered by distance education shall be determined by and be consistent with other district procedures related to faculty assignment. Procedures for determining the number of students assigned to a course section offered in whole or in part by distance education may include a review by the curriculum committee established pursuant to §55002(a)(1).

The Academic Senate has adopted an array of papers with many recommendations about and strategies for offering effective DE programs. For example, the 2008 Academic Senate paper, *Ensuring the Appropriate Use of Educational Technology: An Update for Local Academic Senates* reminds faculty to consider the workload issues and the need for senate and union cooperation, and it provides a list of questions that local senates/ faculty should raise when determining which classes should be DE (see section on Workload Issues, p. 20). Title 5 requires "regular and effective contact" between the instructor and students, and as the Academic Senate position papers point out, class size must be such that the student-teacher interaction is appropriate and effective. Decisions about which courses to offer via DE are complex, and before determining that a course should be offered, the faculty should clarify the topics discussed above.

Besides the 2008 Technology paper, various other Academic Senate resources (e.g., resolutions, papers and *Rostrum* articles) can inform faculty about the factors that should influence decisions about DE course offerings; we recommend faculty share those resources with their department colleagues and deans. For example, see the February 2006 *Rostrum* article, "An Ounce of Prevention is Worth a Pound of Cure: Getting Ahead of the Enrollment Chase in Distance Education." Additionally, colleges can research the retention and success rates of students enrolled in DE by going to the Data Mart on the Chancellor's Office website: *https:// misweb.cccco.edu/mis/onlinestat/ret_sucs_dist_de.cfm*.

Another change in instructional delivery mode is the increase in offering courses within learning communities, which are defined as follows:

In higher education, curricular learning communities are classes that are linked or clustered during an academic term, often around an interdisciplinary theme, and enroll a common cohort of students. A variety of approaches are used to build these learning communities, with all intended to restructure the students' time, credit, and learning experiences to build community among students, between students and their teachers, and among faculty members and disciplines.… The three general types 1) student Cohorts/ Integrative Seminar, 2) Linked Courses/Course Clusters 3) Coordinated Study. (*http://www.evergreen.edu/ washcenter/lcFaq.htm#21*)

Scheduling learning communities requires special consideration. Factors such as whether students are required to enroll in multiple courses (co-requisites), which classrooms will be used, and whether the faculty

plan to attend their colleague's class meetings will need to be taken into account in the scheduling and room allocation process. While learning communities require resources and logistical considerations, if the college is committed to providing them, the challenges can be overcome. Given that learning communities are a recommended method for working with basic skills learners, and given that research suggests they lead to better retention, success and persistence, more colleges are deciding to schedule them. However, in times of budgetary challenges, there may be pressure to eliminate learning communities, particularly if there are any added costs. Once again, the faculty must advocate that academic considerations be a driver of policies.

Academic Calendars and Course Length

In addition to an increase in distance education offerings, many more colleges today are operating under a compressed calendar, so the semester that once was 18 weeks is now 15 or 16 weeks long. As local senates have deliberated about whether or not to compress their terms, the most important factors they discussed were the effects on learning, student success and support services. Senates have contemplated such questions as these:

- Would learning, retention, success and persistence be enhanced or harmed? (See Bangasser's *Rostrum* article, *What Can We Say about the Impact of Compressed Calendars and Courses on Student Success*). Ideally, a college would try to track or evaluate effects of any implemented calendar change, if possible.

- Would students learn certain course material as well in programs such as foreign language, mathematics or nursing if the classes met for fewer days per week and per term and for more minutes in each session or fewer overall minutes? Would students learn some coursework better in a shortened term? Is there sufficient time for completing homework?

- How can the effects on learning be determined—whether they are positive or negative?

- Is local research being considered that supports the efficacy of alternative models?

- How does the calendar under consideration compare with other local educational calendars (schools, colleges and universities) and will enrollment be affected (in either direction)?

Colleges on compressed or alternate calendars have also had to determine whether to hold an inter-session. If so, how long should the term be? Which courses would or would not be suitable, and which students are best suited to accelerated curriculum? For example, can the typical community college student master the lessons in a 3-, 4-, or 5- unit course that is compressed into three or four weeks? If a goal of having an inter-session is to increase annual enrollment, does an inter-session actually increase the numbers or merely shift them from a regular term to the inter-session? (The same question is often asked about summer sessions). Who decides which courses can be "accelerated" without sacrificing quality and quantity of material covered and learned? Academic senates, guided by discipline faculty, must first address questions such as these, and their conclusions can then be used to inform the bargaining related to academic calendars.

Today, because of these alternate calendars at many colleges, decisions about which courses to offer, how many sections, and how to schedule classes now must be considered in that new light, making the class schedule determinations much more complex than in the past.

Besides the fact that many colleges have moved to a compressed calendar, the last decade has also seen more variety in the scheduling of classes. For example, many classes that used to meet MWF for an hour now meet twice a week; more classes meet on weekends or one night a week, and more sections are offered in abbreviated time frames. The length of a term for individual sections is another important variable that affects enrollment management determinations, and many colleges are scheduling "fast track" or accelerated classes.

The Academic Senate has more than a dozen resolutions with cautions about compressed academic calendars or individual classes offered in a short timeline; a few of the positions taken in resolutions are excerpted below:

- 13.04 F01: "Resolved the Academic Senate for California Community Colleges urge local senates to take a leading role in any decision to adopt compressed and/or alternative calendars since the decision will impact the student learning experience."

- 9.02 S02:

    Resolved, That the Academic Senate reaffirm the role of faculty, through its curriculum committees, in developing and modifying all courses;

    Resolved, That the Academic Senate urge local curriculum committees to exercise their Title 5-mandated responsibilities and to be especially diligent when making decisions regarding format, method of delivery, and related matters (e.g., compressed formats and distance education)…

- 20.03 S06: "Resolved, That the Academic Senate for California Community Colleges strongly urge local academic senates to communicate with vocational faculty to understand their unique needs under a compressed calendar and to advocate for their interests."

- 9.01 F06: "Resolved, That the Academic Senate for California Community Colleges recommend that when a course of three or more semester or equivalent quarter units is to be offered in a time frame of fewer than six weeks, the local curriculum committee, as part of the curriculum approval process, engage the discipline faculty in a separate review of the course for the following: academic integrity and rigor, the method for meeting Carnegie units, the ability for students to complete and for faculty to evaluate assignments, including those done outside of class, and the appropriateness of the method of delivery, to determine whether the course should be offered in a specific shortened time frame."

- 9.09 S06:

    Whereas, The move to compressed calendars and economic pressures has resulted in the creation of three- and four-week inter-sessions… ;

    Resolved, That the Academic Senate for California Community Colleges insist that when a course of three or more units is offered in a format of less than six (6) weeks, the course must be reviewed by the local curriculum committee prior to it being scheduled; and

Resolved, That the Academic Senate for California Community Colleges recommend that the local curriculum committee review include the following: academic integrity and rigor, the method for meeting Carnegie units, the appropriateness of the method of delivery, and the class size."

For the full test of all resolutions, go to *http://www.asccc.org/Res/Search.aspx.*

As is evident from this sampling of positions, the Academic Senate has expressed concerns about ensuring the curricular integrity when scheduling courses in reduced timeframes. In summary, many local discussions about enrollment management today also include consideration of the mode of delivery and the length of courses. **The overarching questions faculty should ask when considering delivery mode and length include the following:**

▸ **Who** is making the decisions about delivery mode, length and meeting schedule of the courses? (The academic senate with discipline faculty should have primacy.) **Why** are courses offered in various modes and time frames?

▸ **Where** and **when** are such decisions made—-in silos that do not communicate with one another, such as in administrator meetings and faculty department meetings separately? Or are decisions made in a concerted, thoughtful, policy-driven manner?

▸ **What** format produces the most success for students? Because that answer can vary for different populations of students and for different courses, only faculty should make the pedagogical determination. Local senates can make the case that because these questions are "academic and professional" in nature, they should fall to the faculty per Title 5 regulations.

▸ **What** effect on learning and student success might occur in any given situation?

Changes in Noncredit Programs

Over the past several years, there has been a much greater recognition and understanding of the role that noncredit instruction plays in the colleges. The Academic Senate has written papers on the topic, the Chancellor's Office sponsored the Noncredit Alignment project, and SB 361 was passed in 2006, which among other things increased the funding for certain noncredit classes. The increased funding is now an incentive for colleges to expand their noncredit offerings. Enrollment management policies and practices may need to be modified in light of changes in noncredit programs, especially if the college has decided to expand the number of noncredit classes. The section later in this paper about funding and apportionment will provide information about noncredit funding. In addition, all those involved in enrollment management would benefit from reviewing the resources from the Chancellor's Office and the Academic Senate's website about noncredit instruction, because any significant change in the kinds of classes offered means the college may need to re-think its priorities.

Secondary Students in Community Colleges

Another change in the colleges in the last ten years has been the presence of more minors on campus. In recent years, people inside and outside the system have shown an increased interest in enrolling secondary students simultaneously in community colleges ("concurrent enrollment"); some of the students are home schooled, and many colleges have instituted programs that promote the enrollment of secondary students such as middle college and early college. Such programs seek to increase college going behaviors by bringing secondary students to the college (or sometimes the colleges take the class to the high school campus). This trend is growing not only in the state, but also across the nation. While the reasons usually are good ones (for students' benefit), it is possible that in some cases the main objective is to simply increase enrollment. **When colleges decide to reach out to a new population, such as secondary students, there may be an effect on the enrollment of and services for existing students** (or potential students who are the traditional community college adult students or those who are targeted in the

> *An enrollment management policy must consider the impact of expanding its population of secondary students or marketing of concurrent enrollment opportunities.*

primary college mission). However, according to the 2003 Chancellor's Office Advisory, "Summary of Provisions on the Concurrent Enrollment of Minors in Community Colleges, Pursuant to SB 338", Title 5 §58108, indicates that "a district may establish a priority registration system which would accord adult students higher registration priority in order to ensure that they are not being displaced by special admit pupils" (see question 14).

An enrollment management policy must consider the impact of expanding its population of secondary students or marketing of concurrent enrollment opportunities. Can the new population of secondary students be adequately served without impacting more traditional students? Or will the instruction and service to all students be altered? Colleges should consider the implications on enrollment management (as well as on the college's mission) when any new population is recruited. The Academic Senate has adopted a number of resolutions on the topic of concurrent enrollment available on its website. An excellent resource about how the college is affected by enrolling minors is the Academic Senate paper, *Minors on Campus: Underage Students at Community Colleges*, which is also available on the Academic Senate website. It is possible that in the coming years, there will be changes to the current restrictions on concurrent enrollment and readers are advised to be alert to any changes that are announced through the Chancellor's Office and the Academic Senate.

Demands for Outcomes, Accountability and Productivity

Across the country, all levels of education have received more pressure in the last decade to demonstrate their outcomes and increase "productivity." In the worst-case scenario, a narrow view of effectiveness focuses only on maximizing enrollment and ignores other factors such as student success and persistence. As Cohen and

Brawer (1987) observed, "measuring productivity by the number of students processed through a class in a given time equates the outputs of education with those of a factory." Productivity or accountability demands might pressure colleges to offer the courses/sections that will maximize apportionment and limit the courses with lower enrollment but which may be needed for student success and goal attainment. Productivity and accountability demands have come from groups inside the California Community College System as well as outside, and they include the reporting of student progress towards goals as well as their goal attainment. When a college seems to focus narrowly on productivity, faculty should raise questions such as: Are faculty being asked to increase class size beyond a pedagogically sound level? Will offering certain courses/programs help our "productivity" or hurt? In times of budget constraints, local boards and administrators may be tempted to increase class size beyond what is pedagogically sound or the bargained limits; it is vital that bargaining groups and senates communicate on such topics because they are clearly an area of overlap between the two groups' areas of responsibility: working conditions and academic matters.

In 2004 the California Legislature passed an accountability measure, Assembly Bill (AB) 1417. In response, California's Community Colleges developed and instituted the Accountability Reporting for the Community Colleges (ARCC). ARCC was created to help local colleges, districts and the California Community College System collect and report meaningful data on various goals. The Chancellor's Office explained ARCC this way:

> California State Assembly Bill AB1417 (Pacheco) [Chapter 581, Statutes of 2004] required the Board of Governors of the California Community Colleges to recommend to the Legislature and Governor a workable structure (framework) for annual evaluation of community college performance in meeting statewide educational outcome priorities. Pursuant to AB 1417, the California Community Colleges System Office (System Office) worked with community college institutional researchers and an external panel of nationally recognized experts in higher education accountability to develop the mandated performance evaluation structure, now called Accountability Reporting for the Community Colleges, or ARCC. http://www.cccco.edu/Portals/4/TRIS/research/ARCC/arcc_quick_ref_guide.pdf

As a result of the ARCC system, colleges now can easily see information about their own college on factors such as progress and achievement, persistence, course completion rates, as well as a comparison with a "peer group" of colleges with similar characteristics. This new system provides current data, which can be useful in local enrollment management planning.

When colleges are prompted to conduct meaningful, introspective analysis of their strengths and weaknesses and design solutions that serve students better, the institution is improved. Those most responsible for academic recommendations in the colleges, **the faculty through the academic senate, must ensure that decisions about enrollment management are informed by useful data and are not distorted by a misplaced desire only to report narrow outcomes or to garner maximum apportionment.**

Enrollment Variables and Trends in California Community Colleges

While the state of the economy and the subsequent effects on student enrollment change from year to year, this section will use the climate of the 2008-09 academic year to illustrate enrollment management

considerations in one kind of economy. **Regardless of the economic climate, effective enrollment management policies and procedures take into account short- and long-term enrollment patterns and changing student characteristics.**

Social, political, and economic trends have shaped the focus of the community colleges since their inception. As this paper is being written, the United States and the State of California are experiencing an economic downturn of a proportion that has not been seen since the Great Depression of the 1930's. Unemployment rates in California are among the highest in the country while enrollment in the community colleges is burgeoning. However, new budget reductions are reducing spaces for students. Simultaneously, the University of California (UC) and California State University systems are counting on the community colleges to accept the students who will be turned away from those institutions. Enrollment management is quickly becoming a "crisis management" function for making decisions that best serve students and our local communities. In the present academic year, colleges are experiencing a tremendous spurt of demand, yet funding for growth is not forthcoming, so colleges are serving thousands of students without apportionment and simultaneously turning away others.

Priorities will be established with great difficulty because certain students will be left behind. For example, with more students being redirected from the university system, will more first generation and at risk students who tend to enroll later in the registration period be the ones who are turned away? In 2004, the Chancellor's Office reported to the Legislature about *The Impacts of Student Fee Increase and Budget Changes on Enrollment and Financial Aid in the California Community Colleges*. This paper identified consequences of budget reductions including a significant drop in the percentage of first time students and returning students, occupational course reductions at a higher rate than non-occupational courses, and a greater percentage of full-time students. It is likely that their conclusions would also be true today.

> *Social, political, and economic trends have shaped the focus of the community colleges since their inception.*

As a result of a renewed system-wide focus on student success, as evidenced by the Basic Skills Initiative, the strategic plan and the publication of *Basic Skills as a Foundation for Student Success in the California Community Colleges,* the colleges are being encouraged to direct students to complete their basic skills course work early in their college careers which will support their success in vocational and general education pursuits. Enrollment management practitioners will be challenged to support effective practices in basic skills with decreasing resources in the foreseeable future. However, some people wonder whether many of the students who most need basic skills may be pushed out of the colleges altogether, as seats are taken by more university "re-directs."

With the potential return of thousands of veterans to civilian life and the enhanced G.I. Bill set to be implemented in August 2009, the community colleges can expect to see many of these individuals on their campuses in the coming years. Veterans need to move through their college education within a specified time frame, often needing to carry a full load for the maximum benefit. Will the community college system be able to serve them adequately?

The following four graphs provide a picture of statewide community college enrollment trends (Chancellor's Office Data Mart).

Figure 1   Student enrollment 1992-2008 (headcount)

Figure 2   Student enrollment 1992-2008 (FTES credit and noncredit)

Figure 3   Student ethnicity 1998-2008

Figure 4   Student age 1998-2008

These charts show some of the statewide enrollment trends in the last decade, and illustrate a few of the variables that colleges should consider when planning their course offerings. Enrollment patterns are not static, and the students who enroll today do not share the same characteristics as those ten or twenty years ago. While the state level data are interesting, they alone are insufficient for local enrollment management decisions. Colleges/districts would benefit from looking at similar data about local student characteristics, including information about student course selections and enrollment patterns by academic programs, because if enrollment management policies do not take local student characteristics and trends into account, the planning is incomplete.

Colleges fulfill a critical role for the state's well being, and in difficult economic times they find that they have more students than they can accommodate, dramatically affecting their enrollment planning. One anonymous college administrator summed it up this way:

> Because community colleges are the economic engine of education, in times of economic downturn, it is community colleges that can be most responsive and cost-efficient in re-tooling unemployed workers and providing them with new skill sets to meet the needs of both new and emerging technologies (green technology) and the sectors of employment that are flourishing (health care). Colleges can best respond by ensuring that classes are available in areas where there is high job demand and by creating short-term certificates career laddered to degree programs that provide students with the option of immediate employment while continuing toward the degree. A college needs to juggle its course offerings based on the needs of the local community and the demands of its students. With unemployment a reality for many people in the region, they are looking for a quick fix, a solution to no job. Hence, the community college can provide that short-term training which will lead to employment. Community colleges also have the support services to assist with job placement.

As colleges develop their enrollment management policies, it is essential to factor in the local data about their student characteristics and trends that will affect their offerings.

Student Enrollment By Academic Year
(1998-99 to 2007-08): Annual Unduplicated Headcount
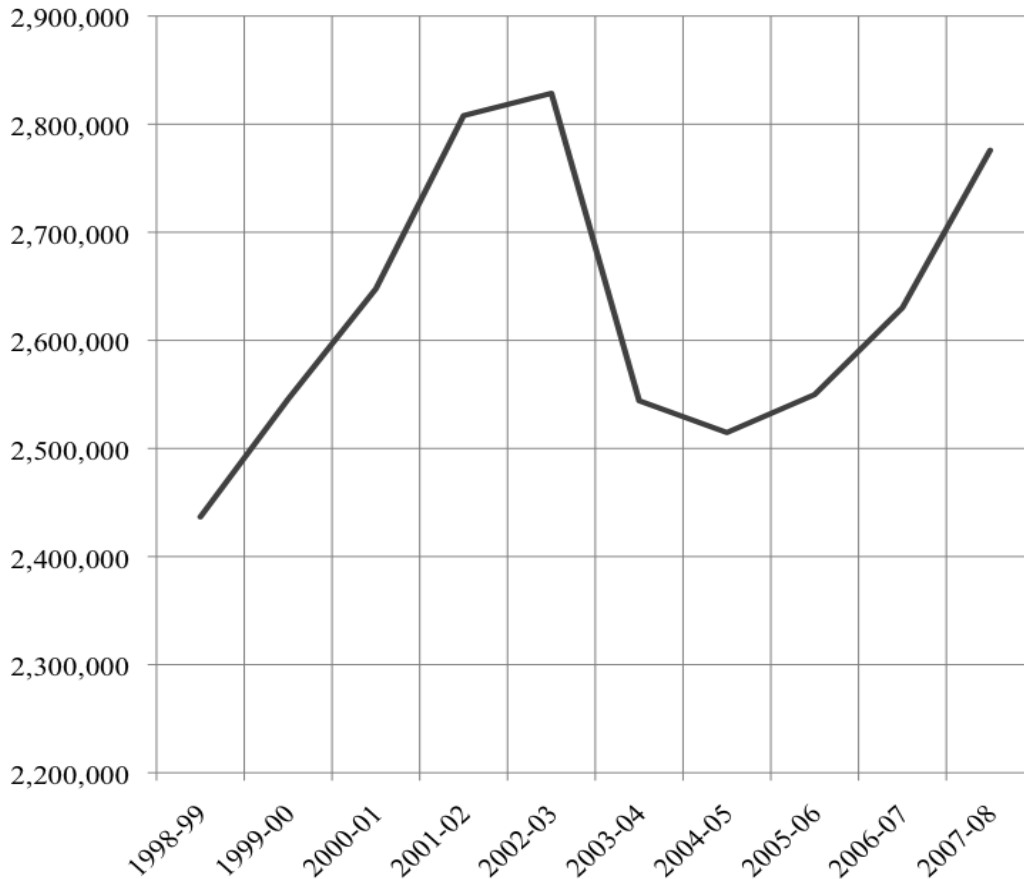
- Figure 1

This graph represents statewide longitudinal data which could be similarly extracted for individual colleges from the Data Mart at the Chancellor's Office to illustrate shifts in enrollment. Local enrollment management committees would want to raise such questions as, why shifts occurred and what the implications are of enrollment changes on the college's plans. *http://www.cccco.edu/SystemOffice/Divisions/TechResearchInfo/ MIS/DataMartandReports/tabid/282/Default.aspx*

Figure 2
FTES by Academic Year (1998-99 to 2007-08)
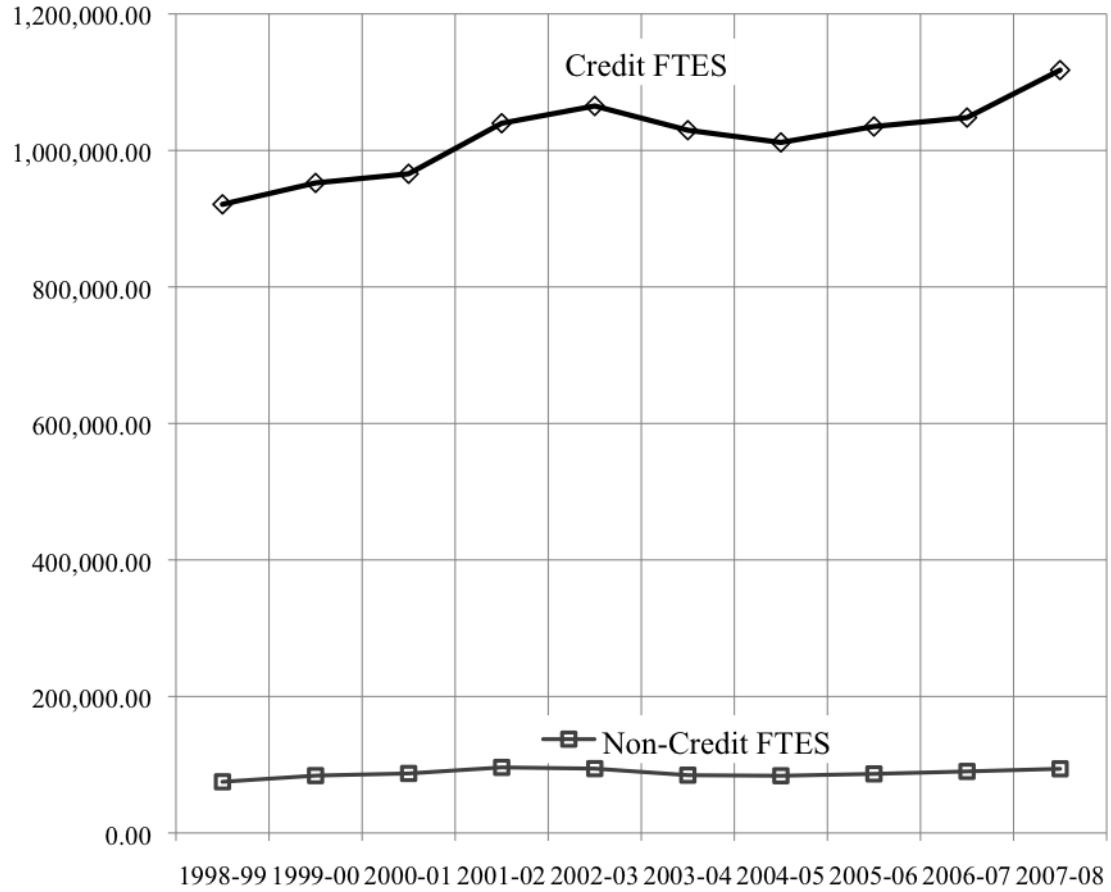
This graph shows statewide longitudinal changes in credit and noncredit Full Time Equivalent Students (FTES). Colleges/districts can find local data from Data Mart at the Chancellor's Office to inform enrollment planning.

Figure 3
Ethnicity by Academic Year   (1998/99 - 2007/08)

White Non-Hispanic

Hispanic

Asian

African-American

Unknown/Non-Respondent

Filipino

Other Non-White

*

**
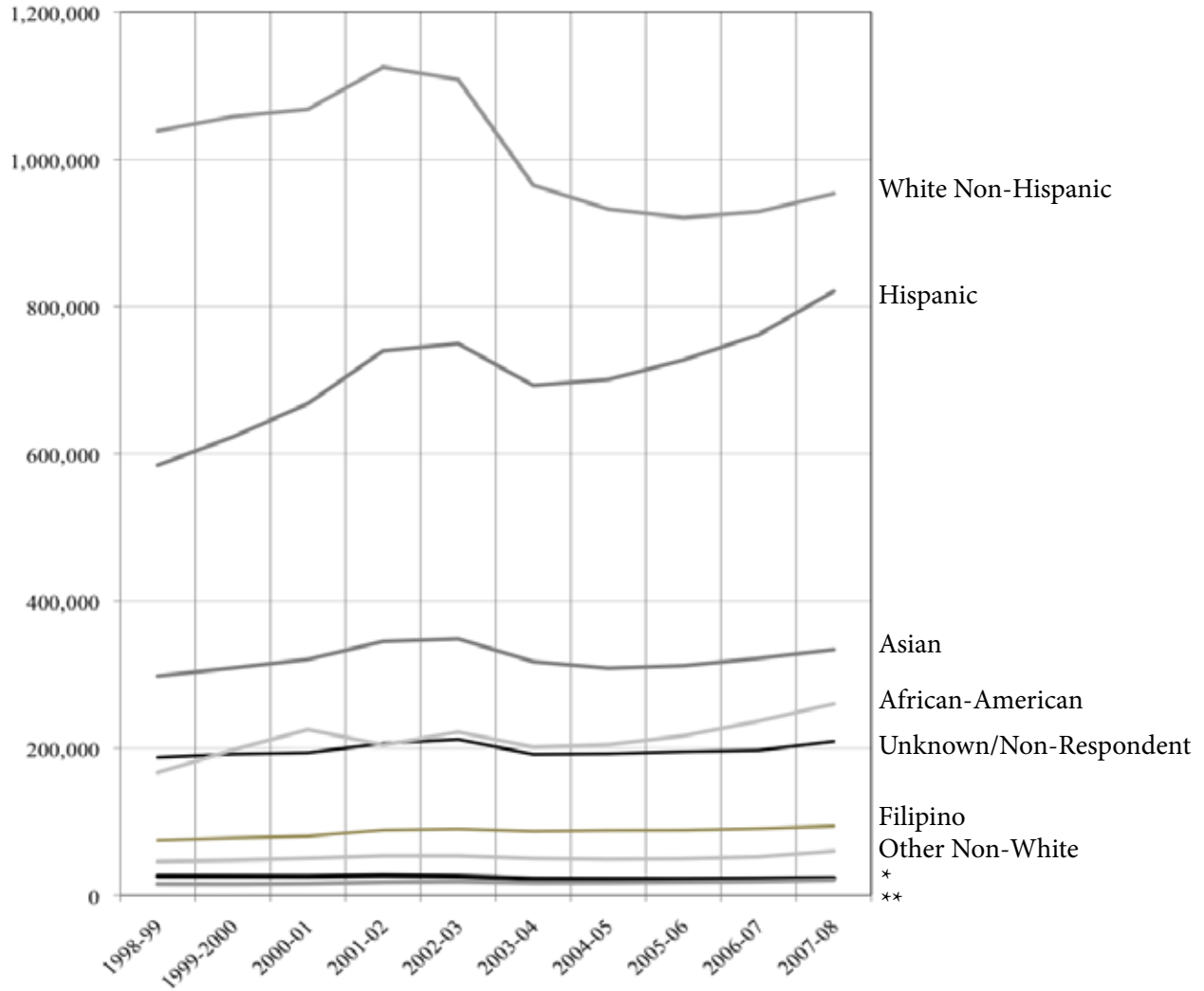
* Second to last line (thick) is American Indian/Alaskan Native ** last line is Pacific Islander

This graph shows statewide longitudinal student enrollment trends by ethnic group. It is important for faculty members and college/distrit committees to consider student characteristics and other variables as they develop curriculum, program offerings, district enrollment plans and other policies. Colleges/districts can find local data from Data Mart at the Chancellor's Office.

Figure 4
Age by Academic Year (1998/99 - 2008/08)
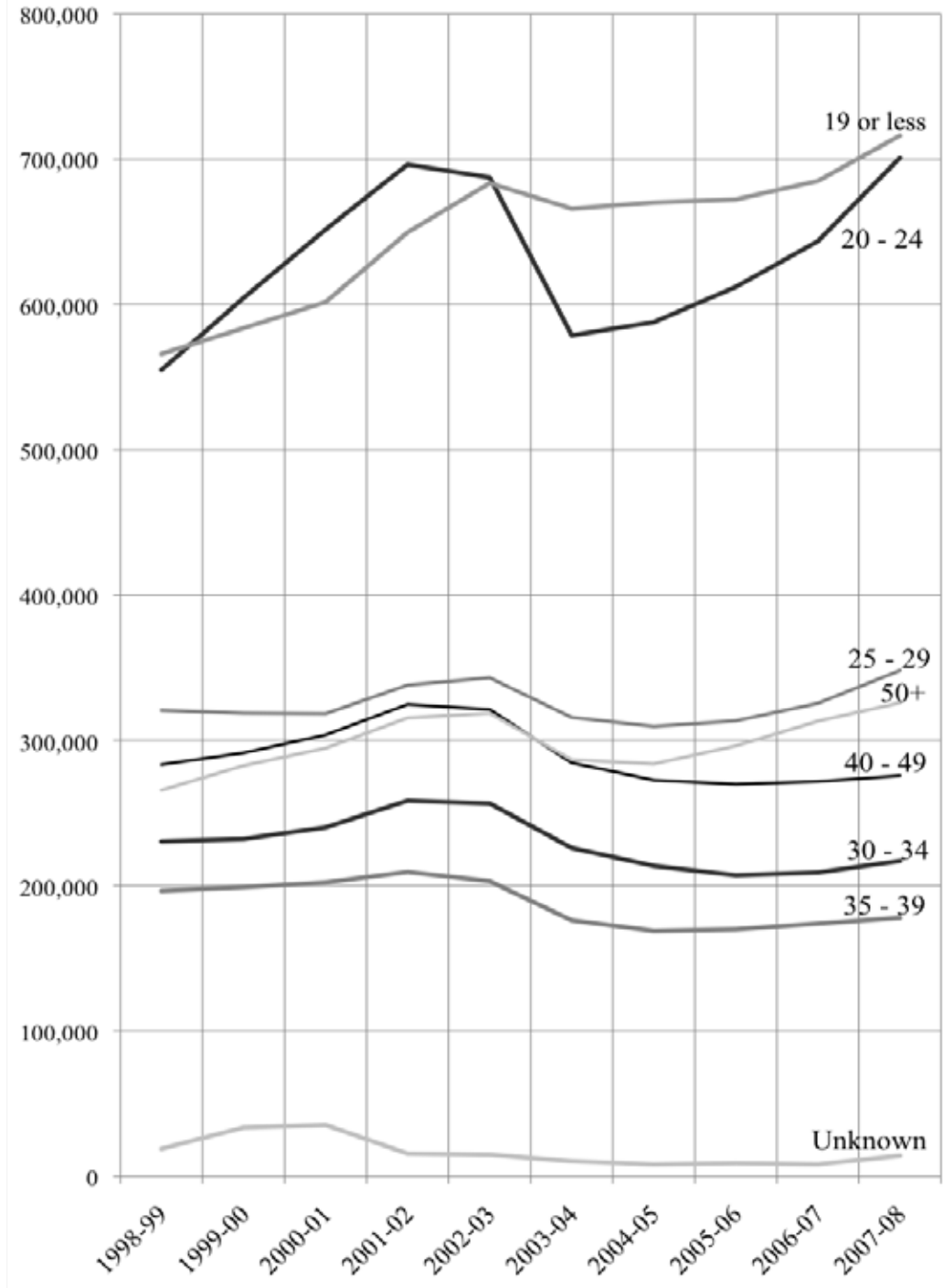
This graph shows statewide longitudinal student enrollment trends by age.

A Focus on Basic Skills

In May 2006, when the Board of Governors approved the Academic Senate's recommendation to raise graduation levels in mathematics and English composition, there was concern across the state that the less prepared of our students would struggle even more when new requirements would take effect (Fall 2009 for new students). Out of that concern was developed the Basic Skills Initiative, which subsequently provided some support for colleges' instruction, support services and for faculty development to improve the experience of basic skills learners. Beginning in 2007-08, the initiative has increased educators' awareness and knowledge about developmental learners, who may comprise the majority of a college's students. Colleges have developed new courses, created new learning communities, increased academic support opportunities and strengthened counseling services. Simultaneous with the initiative, many colleges have looked at their data about assessment for placement and discovered the numbers of students who placed into basic skills was staggering. **College researchers and the Chancellor's Office suggest that 70- 90% of students who take California community college assessment tests place into pre-collegiate levels in at least one area.** Yet at the same time, many more students do not even take the assessment for placement exams, which means it is likely that even a larger percentage of the community college students are in need of basic skills instruction.

Ultimately, those who make the enrollment management decisions at the college then need to consider their basic skills offerings and ask whether there are sufficient sections to meet the need. Although there may be a discrepancy between students who assess as needing basic skills and those who actually enroll in those courses, both the Academic Senate and the Basic Skills Initiative (BSI) literature review as reported in *Basic Skills as a Foundation for Student Success in California Community Colleges* agree that students are best served when they enroll in basic skills soon after arriving at the college.

The Academic Senate has passed a number of resolutions in the last several years that address scheduling of basic skills courses. Resolution 9.05 F04 said the Academic Senate supports "the enrollment of students who are assessed as needing pre-collegiate basic skills into basic skills courses prior to their enrollment in college-level work."

Another resolution (17.02 F08) encouraged "local senates to actively participate in discussions about the appropriate number of basic skills sections and the appropriate level of support services and strategies needed to strengthen student success at their college."

Resolution 9.05 S07 noted: "The paper, *Basic Skills as a Foundation for Student Success in California Community Colleges,* produced by the Center for Student Success, concludes that '…research overwhelmingly supports the notion that early assessment and completion of developmental coursework improves student achievement.'" The same resolution concluded, "Resolved, That the Academic Senate for California Community Colleges research approaches to ensuring that students complete their developmental coursework early and develop a paper including best practices and recommendations to local academic senates."

In addition to the adopted Academic Senate resolutions, other groups/organizations have recently asserted that students should be directed to basic skills courses upon arrival at the colleges. Some examples are: the Basic Skills Initiative's literature review (*Basic Skills as a Foundation for Student Success in California*

Community Colleges), a report from the Institute for Higher Education Leadership and Policy (*It Could Happen: Unleashing the Potential of California Community Colleges to Help Students Succeed and California Thrive),* and the 2008 Legislative Analyst's Office Report (*Back to Basics: College Readiness of Community College Students).* **The common theme suggests that when students do not enroll in basic skills early, they tend to enroll in courses for which they are underprepared, with an array of effects on them and the institution**.

However, while the system recognizes the tremendous need for pre-collegiate instruction and the related student support services, educators have expressed concern that to fully address basic skills needs, their colleges could become completely basic skills colleges. So while meeting the needs of this population is important, colleges must factor in the overall balance of their offerings and the multiple missions of the colleges.

Community College Funding and the Influence of Apportionment Methods on Enrollment Management

In the 1999 paper, *The Role of Academic Senates in Enrollment Management,* the authors provided the following explanation of enrollment caps, growth and FTES goals:

Enrollment is also influenced by the state establishment of an enrollment cap and the funding mechanisms affected by the cap. An annual cap for community college growth is set during the state budget development process. When enrollment caps limit funded enrollment, enrollment management is practiced whether or not an enrollment management policy is in place.

Each college locally sets a growth target, or FTES goal, usually on an annual basis. This target (and actual local growth from previous years) is often used in multi-college districts to allocate annual funds from the district to each college. Within the college, the desired FTES for a given year will form the backdrop or parameter for expected course and section offerings. While faculty have generally not participated in discussions of growth or FTES goals, these goals are critical to the level of access at the college. These agreed upon goals are integral to curriculum and program planning, as well as tied to budget decisions. As such, **local academic senates should work with local administrations to establish the process and criteria by which these larger parameters for enrollment management are set.** This can occur both at the district and the college level. (p. 7)

This excerpt makes it abundantly clear that colleges must have clear policies in place, or decisions will be made outside formal systems and usually without faculty participation. Not only is it essential to have an enrollment management policy in place; the procedures for scheduling also should be clarified.

Because academic senates promote enrollment management strategies that are driven by the goals of institutional mission and student success, they should be aware that apportionment regulations can inappropriately affect the schedule of classes. Some courses are subject to full-term length "census" accounting, in which colleges are funded for the enrollment in a class on the "census date," which is often the third Monday in the semester. (Please see Appendix B for the apportionment regulations). No funding adjustment

is made for sections, which have unusually high or low retention or success rates.[2] Other courses are funded on the basis of "positive attendance," which requires that the instructor maintain accurate attendance records for every class meeting. For these classes, unlike term census courses, colleges are funded only for actual student attendance. **Because state accounting methods have the potential to encourage decisions based more on apportionment than on academic goals policies should explain how the competing goals will be addressed.**

Besides understanding how colleges receive apportionment, faculty involved in enrollment management would do well to consider how the economic health of the state affects funding for local districts. In the worst of times, the state reduces all funding to colleges, and sometimes funding is suddenly reduced in the middle of the academic year. There are many effects of funding reductions: colleges reduce their class offerings, part-time faculty are not re-hired, faculty may be pressured to increase class size beyond the agreed-upon and pedagogically-sound limits, students cannot get the classes they need (whether to complete certificates, degrees or transfer), the students with the most need for support (financial and personal) will not enroll or will drop out, colleges are denied growth funding and wind up providing classes and offering student services without remuneration/apportionment. In difficult economic times, colleges sometimes have to hold a difficult dialog about what its core programs are, and which are more peripheral to the essential core of the college.

Another consequence of state budget constraints is that during such periods, people suggest that the solution is to increase student fees, which in turns affects enrollment. The Academic Senate has a long history that strongly opposes fee increases. For a thorough examination of the background and issues, please see *What's Wrong with Student Fees? Renewing the Commitment to No-Fee, Open-Access Community Colleges in California* (ASCCC, 2004)**. The Chancellor's Office has reported that when fees are increased, student headcount decreases and that certain student populations are disproportionately harmed**. (*Impacts of Student Fee Increase and Budget Changes on Enrollment and Financial Aid in the California Community Colleges* Report to the Legislature 2003-04 Budget Act *(http://www.cccco.edu/Portals/4/Reports/impact_study_051.pdf)*. Figure 1 shows graphically what happens when fees are raised. In Fall 2003, student fees were raised from $11 to $18 and in Fall 2004, they were increased from $18 to $26. The effects on enrollment were dramatic. Local academic senates would do well to share these resources when they hear people suggest increasing fees as a solution. Enrollment management committees need to take into account many variables as they plan

> *Besides understanding how colleges receive apportionment, faculty involved in enrollment management would do well to consider how the economic health of the state affects funding for local districts.*

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2   This policy has been fairly criticized by Nancy Shulock as providing colleges no formal incentive to seek means to improve student success. See Beyond the open: Increasing Student Success in the California Community Colleges" 2007.

their offerings, and any increase in student fees or decrease in state allocations to colleges can have serious consequences for college programs and enrollment.

Given that some colleges have expanded their noncredit offerings recently, it is important to know that most noncredit enrollments are also funded via positive attendance, and many (not all) noncredit course sections are open-entry/open-exit. Colleges considering developing or expanding noncredit offerings or programs should think carefully about the students they wish to serve, the outcomes they hope to see those students achieve, and how the accounting method and scheduling approach employed might support or undermine the educational mission the college wishes to serve through noncredit offerings.

As faculty participate in the enrollment management, whether as senators, department chairs or in budget and planning committees, they will benefit from understanding how colleges are funded, because others who work on enrollment management will certainly have that awareness. Senates might consider having a workshop on campus about apportionment methods along with administrators, so that all parties have the same information.

New Accreditation Requirements and Enrollment Management

Since the time of the 1999 enrollment management paper, California community colleges have become subject to new accreditation requirements. Most faculty are aware that the 2002 Accrediting Commission for Community and Junior Colleges (ACCJC) accreditation standards place increased emphasis on using data to report results and on course and program outcomes, and faculty are working to develop those student learning outcomes and identify appropriate means of evaluating student success in achieving those outcomes. For more information, please see the Academic Senate papers on accreditation including: *Agents of Change: Examining The Role of Student Learning Outcomes and Assessment Coordinators in California Community Colleges* (2007); *Working with the 2002 Accreditation Standards: The Faculty's Role* (2005); *The 2002 Accreditation Standards: Implementation* (2004) as well as numerous *Rostrum* articles available at www.asccc.org.

In addition to the added requirement for student learning outcomes, the accreditation standards that were revised after 1999 also express the expectation that each community college will articulate its mission and develop the tools necessary to evaluate how effective it is at fulfilling its mission. A college's enrollment management policy (like its Educational Master Plan) might state how its course offerings reflect the college's mission.

While many members of the public and some legislators might erroneously believe that preparing students for transfer is the *primary* mission of California community colleges, in fact community colleges serve *several* statutory missions, including certificate and degree level career and technical training, providing basic skill and adult (noncredit) instruction,[3] and offering Californians a variety of opportunities for life-long learning.[4] Because the ACCJC does not *only* accredit California community colleges, its standards do

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[3] Adult Education "as it's known when offered through K12 school districts, is known as "noncredit" instruction when offered by community colleges. For more information on noncredit programs, see "The Role of Noncredit in the California Community Colleges," adopted Fall 2006.

[4] Education Code §66010.4 establishes the missions of the community colleges. While the primary mission is to offer academic and vocational instruction at the lower division level, colleges shall also offer instruction/classes in ESL, non-credit, remedial, and support services.

not specify that California community colleges should treat *each* of their statutory missions equally, but the standards do require that a college identify its mission locally**. It could be argued that an excellent example of a college's mission put into action is its class schedule** (and the accreditation visiting teams use the class schedule as evidence that the college lives up to its stated mission). And if that is true, the faculty must participate in decisions about scheduling.

The 2002 standards open with the expectation that "The institution demonstrates strong commitment to a mission that emphasizes achievement of student learning and to communicating the mission internally and externally. The institution uses analyses of quantitative and qualitative data and analysis in an ongoing and systematic cycle of evaluation, integrated planning, implementation, and re-evaluation to verify and improve the effectiveness by which the mission is accomplished." The relevance of this expectation for enrollment management is that **those involved in enrollment management will need to think through difficult questions about the balancing of course offerings and scheduling with regard to the impact they have on supporting student success.** This thinking process requires accurate data, and it is likely that the data will need to include both quantitative and qualitative measures. A nursing program and an effective basic skills program (which fall under two different community college missions as defined by Education Code) are certain to be more expensive than a similar number of sections in history, sociology, or art history. And while an efficient (though not necessarily effective) enrollment management strategy may effectively maximize income from high-enrollment transfer level courses, in part to fund smaller and more expensive programs, the 2002 Accreditation Standards ask institutions to measure their effectiveness and to adjust over time the allocation of resources to promote student success in its full range of mission-serving programs.

Thus the faculty involved in enrollment management policy development might want to raise several questions:

- To what degree will the college seek to address every statutorily allowable mission outlined in Education Code (e.g., many colleges have chosen not to develop course offerings in noncredit education)?

- Once a range of programs have become part of the college's board-approved mission (and board approval is also part of the accreditation standards), how will it balance resources in a way to allow each program to be successful?

- What assessment tools will it use to analyze success? If a certification rate of 90% plus for nurses is desirable, will the college accept a transfer rate (of those students presumed to intend transfer as a goal) of 70%? 50%? 20%?

- Across several programs, how does the enrollment management policy balance large courses (which are more efficient and produce more revenue) with courses that are small and may not even generate sufficient revenue to cover their costs? Certain courses are probably unlikely to fund themselves consistently based on their enrollment, while other courses are expensive to offer.

- To what extent is a college willing to use generally less costly part-time faculty to balance the budget in a way that makes some programs sustainable? Is the decreased student success associated with over-reliance on part-time faculty borne equally by different kinds of programs? Although Accreditation Standard III.A.2 requires that "The institution maintains a sufficient number of

qualified faculty with full-time responsibility to the institution," it is less prescriptive about what is "sufficient," leaving it to colleges to define. (Note: the Academic Senate continues to advocate that the 75:25 ratio should be maintained as a floor rather than a ceiling.)

While effective enrollment management requires good data and the ability to interpret data, it is certainly both an art and a science. Colleges will probably never be able to quantify the percentage of its budget that should fund instruction, full-time faculty, career technical education (CTE) as opposed to transfer courses, small versus large sections, etc., and for precisely that reason, academic senates will want the assumptions that guide schedule building and enrollment management to be as explicit as possible, and to use their authority to ensure that those policies and practices are ones that lead to student success. Title 5 §53200(c)(5) "standards or policies regarding student preparation and success," should certainly be sufficient authority for senates to take an active, assertive, and legitimate interest in a college's enrollment management policies and procedures.

This section has shown that since 1999, many things have changed in our colleges, making the enrollment management policies and decisions more complex than ever and making the need to ensure strong faculty participation essential.

Part III. The Roles of Constituent Groups in Enrollment Management

Because the resolution calling for this updated paper asked for an explanation of the roles of various constituents in enrollment management, this section will summarize those roles. While this paper and the previous one underscore the need for faculty participation, enrollment management should be a collaborative endeavor. Faculty members are partners with administrators whose job descriptions often include policy implementation and oversight of enrollment. In addition, the collective bargaining group will be responsible for any policy changes that affect working conditions and compensation. The experience, perspectives and wisdom of all parties will ultimately result in the best decisions for students and the institution.

Enrollment management should be viewed as a college wide priority with leadership and support from all areas of the college. Often enrollment management is not well understood and plans and activities are relegated to a small segment of the institution. It is critical that all those involved in enrollment planning are knowledgeable and receive training through in-service activities. For example, a college might hold a workshop about apportionment for all constituents. Like a college's master plan and strategic plan, an enrollment management plan with a mission, vision, and goals should be developed collaboratively, and its themes might include such values as inclusiveness, collaboration, and transparency.

While almost every constituent on campus is affected by factors of student enrollment, this section will summarize some of the primary players and their principle roles.

Faculty Roles Through the Academic Senate and Elsewhere

Faculty members can play an assortment of roles in enrollment management, certainly as senators, in their positions as department or division chairs, in their departments, when they write a program review self study or work on educational master planning, as well as when they serve on college and district participatory governance committees or represent faculty interests through their union work. Because at some colleges, faculty have *not* sufficiently participated in enrollment management policy-making and implementation, this section will frame the rationale for faculty involvement as they help shape the enrollment strategies that best suit their students.

The academic senate is the official voice of faculty, and as such, should take the faculty lead in enrollment management policy discussions. Title 5 and Education Code both provide a rationale for faculty participation *vis `a vis* the academic senate in identifying and prioritizing course offerings. At the core, the curriculum that is offered is an academic and professional matter, which falls to the academic senate. Education Code §70902 states "The Governing Board shall … ensure … the right of the Academic Senates to assume primary responsibility for making recommendations in the areas of curriculum and academic standards." Determining which courses to offer, what the pedagogical requirements are and the best format for courses is certainly part of what is meant by the term "curriculum," because curriculum must be more than a course outline.

Title 5 §53200 defines the local senate, "Academic Senate means an organization whose primary function is to make recommendations with respect to academic and professional matters." A number of the so-called "10 + 1 areas of faculty responsibility" can be used to demonstrate the need for faculty involvement when determining curricular offerings, including: curriculum and pre-requisites; processes for planning and budget; processes for program review; policies for student preparation and success; and the "*Plus 1*"—Other academic and professional matters as mutually agreed upon. Local policies should spell out any additional roles (the "plus 1") for faculty in all aspects of governance including enrollment management. Although the specific enrollment management responsibilities of deans, department chairs and faculty members in each department may

> *When developing an enrollment management philosophy statement or policy, senates should be certain to include diverse faculty, whose points of view will enrich and improve the decisions.*

vary from college to college, **what is universal is the need for academic senates to review their policies and consider whether their rights, responsibilities, and roles are correctly clarified in policies and procedures. This paper provides an array of strategies and suggestions for the local deliberations.**

While no one would dispute that curriculum is part of the "10+1" areas of faculty responsibility under Title 5, some might not understand that this should mean more than writing course outlines. Faculty are the academic experts. The academic senate not only recommends curriculum (through their curriculum committees) but it also makes recommendations regarding degree and certificate requirements. Senates, or faculty members in their departments, participate in developing and conducting program reviews; they set standards and policies for student preparation and student success, establish pre-requisites and they know the needs of the workplace for occupational programs and the needs of universities for students who transfer. Therefore, the faculty must be major participants in setting the academic directions for the college, including enrollment management and scheduling policies.

When developing an enrollment management philosophy statement or policy, senates should be certain to include diverse faculty, whose points of view will enrich and improve the decisions. The diversity of representation should include ethnic/language/cultural diversity as well as a mixture of disciplines from across campus. In addition, any policy that is developed or process that is implemented should recognize the important role played by faculty in student services, who can provide a unique perspective. For example, counselors meet with a variety of students with a myriad of needs on a daily basis, so they hear which courses were unavailable, which sections were closed or cancelled, the pre-requisites that were over subscribed, the registration system that failed or the courses in the catalog that never make it to the schedule. Counselors are experts in understanding student characteristics and are sensitive to scheduling challenges faced by students with jobs or family care responsibilities. They tend to be more up to date on the graduation and transfer requirements, and they know where there are holes in the class schedule. As senates develop a philosophy

statement or participate in developing a college policy for enrollment management, they should ensure there is full participation of faculty in student services areas.

Administrative Roles

College deans and vice presidents as well as other college and district administrators may have the task of managing enrollment in their job description. While job descriptions vary by position and district, it is typically part of their job to ensure that there is adequate oversight so the college's resources are "spent" on academic offerings and student support services that advance the broader goals of student access and success. Simultaneously, administrators may experience pressure to increase productivity, and this pressure could be in opposition with academic senate values when setting enrollment goals.

The leadership function of administrators in enrollment management is most critical, for administrators are in a position to encourage and support constituent participation in planning as well as to ensure policies are implemented. Ideally they work collaboratively with the academic senate and with other faculty who participate in day-to-day decisions (e.g., department/division chairs). The most effective administrators know that the participation of all constituents is not only wise but also best for the students and the institution. They are alert to prevent occasions that bypass or circumvent participatory governance processes and ensure full participation.

Administrators are in a different position from most faculty members. Because they are not attached to specific departments, administrators should be able to provide the wider interests of all the programs and students. However, it might be argued that a strong enrollment management committee that includes academic senate or union appointees with administrators is also able to have the wider perspective, provided there is a spirit of sharing information and collaborating. For example, members would remind others that there needs to be a balance (though it may not be 50/50) of day/evening; short length and full term classes; DE and traditional classes as well as classes that meet at various times of day. A well functioning committee working with administrators could develop the broad perspective needed while simultaneously presenting the real world perspectives such as "that class cannot be scheduled in that room because it doesn't have space for students to work in groups, which is a teaching strategy that program depends upon."

An important function of administrators is to ensure that enrollment decisions are informed by good data; they can ensure that the most current, relevant information is made available to all parties involved, for when all parties have the best and the same information, everyone learns and grows together and the best decisions can be made. When information is withheld or not widely distributed, not only are decisions compromised, but also the opportunity for making use of everyone's best judgment is sacrificed.

At some colleges the class schedule is developed solely by administrators, while at others it is developed in concert with faculty or even by the faculty in their departments or divisions alone. Local senates and administrators, along with the bargaining unit will determine the structure that fits local needs best, but senates should know that **the way it is done at their colleges is not the only way it is done.**

At some colleges, faculty who serve as department or division chairs have duties similar to those of deans elsewhere, and they carry some responsibility for managing the enrollment in their area or perhaps more broadly, across the college. Both deans and faculty chairs should work with the department faculty to meet

institutional goals, not just meet the needs of the departments they represent. In these cases, an ideal model would be one where there are shared values such as: inclusiveness, openness, sharing information, a focus on the needs of the many as well as the few, a climate of trust and the commitment to do the best for the students as well as the institution.

Administrators and senates should ensure the college has established guidelines for decision-making. If not codified by bargaining unit agreements, local policies should clarify the processes for when a course should be cancelled, what minimum enrollment levels are for new courses or first offerings, how courses in a sequence are handled, especially if they have been traditionally low-enrolled; what the dates are for notifying faculty of their assignments, and what the process is for the reduction or discontinuance of courses/programs. **Although the role of faculty in curriculum matters is established in Title 5, enrollment management issues such as those identified above become problematic if there have been no prior discussions and agreement between faculty and administration.**

Bargaining Unit's Role

Bargaining units have an important role to play in enrollment management, especially in areas such as class size, staffing, academic calendar, teaching schedules, compensation and other workload issues. In addition, when there are increasing demands for "productivity" (and when it translates to increased class size), this translates into more work for the same pay, which is clearly a union issue. Whenever discussions include working conditions and compensation (including teaching load), they become issues for the union. Title 5 §53204 says, "Decision-making policies and implementation cannot detract from negotiated agreements on wages and working conditions. " The 1999 paper pointed out, "Enrollment management plans should include the input of the two faculty entities that best represent the interests of all faculty-the local academic senate and the local bargaining agent" (p.8) Because that paper effectively enumerated the areas where colleges should be sure to involve the bargaining agent, they are not repeated here. Academic senates can set a tone of collaboration particularly in areas where there is an overlap of senate and union interests. Please see the Academic Senate 1996 paper, *Developing a Model for Effective Senate-Union Relations.*

If enrollment management decisions reduce a program to such a degree that a full-time faculty member's full load is affected, the bargaining unit will be involved. As indicated previously, colleges should have a program discontinuance policy. The Academic Senate's 1998 paper *Program Discontinuance: A Faculty Perspective* provides the background. In addition, senates working with unions should ensure that there is a policy that guides program reduction criteria.

College and District Enrollment Management Committees

Some colleges and districts have special committees that focus on enrollment management while elsewhere, decisions are made in other standing committees. In a worst-case scenario, decisions are made by a few individuals in isolation. At the end of this paper are suggestions that can serve as conversation-starters for enrollment management committees. The Academic Senate's 2001 paper, *The Faculty Role in Planning and Budgeting* provides suggestions than can be useful to enrollment management committees. In addition, there is another document that was developed jointly by the Academic Senate and the Community College League of California (CCLC) called *Participating Effectively in District and College Governance*, which poses

questions and suggests answers to some of the challenges of participatory governance. Both resources are on the Academic Senate website.

When there is not a dedicated committee, colleges might consider if they should institute one or whether another standing committee can be modified to ensure appropriate constituent participation and transparency. As is the case with other participatory governance committees, whenever academic and professional matters are determined in an enrollment management committee, (e.g., class size as it relates to pedagogy or the effect of how many hours a class meets in a day on student learning) the academic senate has primacy. If the committee membership includes many constituent groups, then academic and professional decisions should not fall to majority rule, but rather fall to the academic senate and its representatives. When there is an overlap in the senate and union roles, the two groups should collaborate (see *Developing A Model for Effective Senate/Union Relations).*

> *If enrollment management is a challenge for single college districts, it is even more so for multi-college districts, and especially those where constituents do not have effective methods for collaborating across college boundaries.*

Developing sound enrollment management policies and collaborative processes in a multi-college district can be especially challenging. Do policies allow each college to attempt to maximize efficiency and potentially distort the development of sound enrollment management principles at one college in order to remain "competitive" with others in the district? Does the district exert authority over the scheduling of online sections, which potentially attract students from throughout the district (and beyond) and which have the potential to harm enrollment in face to face sections at neighboring colleges? How might the enrollment management philosophy at one college skew funding in a multi-college district? If one college chooses to develop a number of expensive programs, are other colleges in the district held to pedagogically unsound enrollment management goals in order to fund a sibling campus? This is especially dangerous if the district has not developed a clear resource allocation model. If enrollment management is a challenge for single college districts, it is even more so for multi-college districts, and especially those where constituents do not have effective methods for collaborating across college boundaries.

The Roles of Students and Staff

Many college governance committees have seats for staff members and students to ensure that their concerns and ideas inform the group recommendations. In the case of enrollment management, the effects on students and staff can be great, for example, when scheduling the hours that staff members work in labs, or when class cancellation criteria are established.

Title 5 §51023.5 says that colleges must "Provide staff opportunity to participate effectively in district and college governance," especially those "that have or will have a significant effect on staff," such as changing the academic calendar. For example, the staff in areas such as the Admissions and Records department clearly are affected by enrollment management decisions.

Title 5 §51023.7 lays out the ten areas that pertain to students' roles in participatory governance. While they do not have the same recommending authority reserved for faculty, the colleges (and especially the academic senate) should ensure they provide opportunity for student participation. Title 5 says, the "Governing board [should] adopt policies and procedures that provide students opportunity to participate effectively in district and college governance, formulation and development policies and procedures and processes for jointly developing recommendations that have or will have a significant effect on students." It also indicates that the "Board shall not take action on a matter having a significant effect on students until recommendations and positions by students are given every reasonable consideration" (Title 5 §51023.7).

Title 5 lists the areas that can have "significant effect" on students. Those that are relevant to enrollment management policies might include the following: courses or programs which should be initiated or discontinued; student services planning and development; and any other district and college policy, procedure or related matter that the district governing board determines will have a significant effect on students (Title 5 §51023.7).

When a senate develops a philosophy statement or participates in a college's enrollment management policy development, they should ensure that students and staff have an opportunity to offer their perspectives and concerns.

The Role of the "Silent Constituents"

In addition to the obvious constituent groups involved in enrollment management, there are other factors in our colleges that can have an effect on which courses are offered or which sections are most/least subscribed; however, instead of being people, they are things. These other factors act as a kind of "silent constituent", exerting influence over enrollment practices. The following are some examples of "silent constituents."

The software applications that a college employs, such as Datatel, Banner or People Soft, can influence class enrollment patterns and procedures such as pre-requisite enforcement, registration procedures, and maintaining wait-lists. Because some faculty feel that technology inappropriately drives academic decisions, they have likened their software applications to the "character," HAL in the film *2001: A Space Odyssey*—the computer that takes over the humans' control of the space ship. Others mention the recent film, *Wall-E,* in which machines run an entire planet. The primary concern that faculty raise is that some "off the shelf" programs with cookie cutter approaches are often not ready to do what the local college needs and the cost to modify the programming is often out of reach. As a result, the choices that faculty, administrators and staff make about enrollment procedures may never be implemented. For example, at some colleges, when registration is only available online, it can affect who registers and selectively reduces access.

Over the years, several Academic Senate resolutions have cautioned senates about such applications (See: 11.05 F99 Administrative Computing Systems, 11.06 F99 Administrative Computing Systems Survey and 11.03 S00 Institutional Software and Hardware for Reporting Data). In particular, resolution 11.05 F99 reminds senates in this way:

> Resolved, That the Academic Senate for California Community Colleges urge local academic senates to take a proactive position and urge their districts to include senate participation from the outset in the decision-making process relative to the selection and adoption of administrative computing systems; and

> Resolved, That the Academic Senate for California Community Colleges urge local academic senates to consult collegially with their appropriate district officers and/or administrators regarding decision-making processes related to the selection, adoption, and implementation of administrative computing systems.

On the positive side, some of the benefits of such computer programs are that registration may be more transparent to the users: faculty and staff can quickly view real-time enrollment data such as class size to enroll students efficiently and make changes as needed. As is the case with the relationship between budget and planning (and which should drive which), **enrollment planning, scheduling, and registration should be driven by academic priorities rather than exclusively the limitations of technology**.

There are other "silent constituents" which may affect enrollment management. The course requirements of transfer institutions have a powerful influence over college offerings, and the end of term dates of local high schools can influence the college calendar. Such things as early printing deadlines for schedules and catalogs can limit some flexibility to be responsive in offerings and in the college's ability to deliver curriculum needed by the community/workplace. Some courses require specialized facilities, complicating the scheduling process. Sometimes, faculty complain that they receive local, regional or statewide data which are inaccurate or incomplete. This can occur because the college has no researcher or the workload is too big for one person. While they do not blame the researchers, faculty do indicate that the inability to access the information they require harms the best academic decisions. All of these factors can be seen as a sort of silent constituent, influencing enrollment management. **The most effective policies and procedures will take into account the human and non-human constituents that influence course offerings**.

Part IV. Envisioning a Balanced Curriculum

California's community colleges face tremendous challenges, even in the best of times. Consider these realities: colleges have multiple missions, a widely diverse student population with a huge variance of needs and goals; the funding is a fraction of that of the universities[5]; colleges do not know what the funding will be from year to year; the communities and the workplace have ever-changing needs to which educators strive to adapt, and all the while the colleges remain open access. The balancing act that colleges must do several times a year in creating a class schedule is daunting. (And with the trend towards "year-round" colleges, this will continue to be a challenge). **Deciding how many sections of a given course should be offered in the next term as weighed against all the other courses in the college requires a well-informed and very collaborative team.**

Within the structure of every community college there are different but related ongoing activities that contribute to course planning and ultimately the enrollment management decisions: the educational master plan, program review, department/division/unit plans, the budget allocation policy, a strategic plan, college mission statement, and accreditation requirements/plans. Yet finding a way to weave all of these documents/plans/activities together within the college processes and committee structures should benefit all. Of course, the most expedient method to conduct enrollment management is autocratic or a top-down approach. The fewer the people involved in the decisions, the simpler**! But given that curriculum is the most important function of a college and given that the curriculum is an area of faculty purview, all policies for determining which courses are offered must be made with the faculty front and center**.

A committee that is considering its balance of curriculum might start with a pie chart to represent the college's overall curriculum offerings. If the pie represents all the course/section offerings in a given term, and the pieces show the percentage of courses offered in each department, division or program**,** how the pie is divided each academic term represents the implementation of the current enrollment management policy. In the absence of an over-arching, academic philosophy for enrollment management and guidelines for determining where sections should be added or deleted, enrollment management occurs haphazardly. If a college wants to successfully define what a "balance" is and then find appropriate strategies to create the balance, it requires the participation of many groups and may call for a break with the *status quo* practices. Colleges will make the best decisions with current data

> *Colleges will make the best decisions with current data about local enrollment patterns and trends, and those colleges with the necessary research capabilities will have an advantage.*

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[5]   UC students are funded $18,508; CSU students $12, 293 and CCC students $5,891, according to the Community College League of California, 2008-09.

about local enrollment patterns and trends, and those colleges with the necessary research capabilities will have an advantage.

One college convened an *ad hoc* committee which they called the "Balance of Curriculum" committee, chaired by the academic senate president and populated mostly by faculty from each of the areas of the college (occupational programs, student services, basic skills and transfer) and representatives from administration, staff (including the researcher) and students. The purpose of the committee was to provide a coordinated plan for college decisions in determining the direction of curriculum, programs, and services and allocation of resources to support targeted goals. The committee determined its core values and considered its niche as compared to neighboring colleges, including the primary targeted student population and specialized programs/courses. The committee's deliberations eventually informed the development of the college's budget allocation model (with academic concerns driving budget decisions), the enrollment management policies, the college's educational and facilities master plan, and even the faculty hiring policy (which says the academic senate working with the faculty division chairs make the recommendations for which faculty positions should be filled the next year directly to the president)

Faculty might consider organizing something like a "balance of curriculum" committee to develop its own philosophy to guide enrollment management policies and practices. Alternatively, the academic senate and administrators could convene an enrollment management summit to develop or revise the college's policy.

Part V. Recommendations and Conclusion

Recommendations for Academic Senates

1. The academic senate should **create a forum** to review the policies and procedures for enrollment management at the college/district. In the next section there are suggestions about the content of such discussions.

2. Academic senates should **consider the recommendations from the 1999** paper the *Role of Academic Senates in Enrollment Management*, which are re-printed in Appendix A. Those recommendations are still relevant and can help to inform local enrollment management conversations.

3. Academic senates should **make the case for why faculty should participate** both in enrollment management policy development and decision-making. Title 5 §53200 says that the academic senate's roles include responsibility for recommendations about academic and professional matters, curriculum, educational program development, standards and policies regarding student preparation and success as well as processes for planning and budget.

4. The academic senate should **initiate changes** to the current enrollment management policy/processes if any of them are not providing students with an education of the highest quality.

5. The academic senate should **clarify with others which decisions should be primarily the purview of the academic senate** versus those that an enrollment management committee (with academic senate representation) should decide.

6. In any enrollment management or scheduling procedures, general questions such as the following should be asked:

   ‣ **Who** is making the decisions about scheduling classes, including delivery mode and length of the courses? **What** is the faculty role? **Why** are courses scheduled in a particular mode or time frame? Is the decision based on academic judgment?

   ‣ **Where** and **when** are enrollment management and scheduling decisions made—-in silos that do not communicate with one another, such as in administrator meetings and faculty department meetings separately? Or are decisions made in a concerted, thoughtful, data and policy-driven manner?

   ‣ **What** class schedule produces the most success for students? The answer can vary for different populations of students and for different courses; only faculty can make the pedagogical determination. Local senates can make the case that because these questions are "academic and professional" in nature, they should fall to the senate per Title 5 regulations.

   ‣ **What** effect on learning and student success might occur in any given scheduling scenario?

Strategies for Local Discussions of Enrollment Management and Policy Development

The following suggestions can assist the academic senate and all faculty members who participate in enrollment management policies and procedures. **There is not one "best practice" that would fit all colleges, because colleges are unique in their curricular offerings, student needs, committee structures and their local culture.** These ideas presented are a *smorgasbord* from which to select the most appropriate for the local circumstances. These ideas also can be used to begin or advance any local conversation about enrollment management.

Considerations for a Philosophy of Enrollment Management

1. The academic senate might develop a statement of its philosophy about enrollment management, which could include such values as:

   ‣ A focus on student needs, access, success as well as the quality of programs and services;

   ‣ A recognition of the multiple missions of the college system and a commitment to the local balance of course offerings as determined through participatory governance;

   ‣ A commitment to using good qualitative and quantitative data to inform decisions;

   ‣ A recognition of fiscal and facilities realities;

   ‣ Compliance with regulations;

   ‣ A recognition that student retention, student persistence and student success are inherently linked and are key measures that can be used to evaluate effective enrollment management plans;

   ‣ A commitment to transparency, inclusiveness and collaboration.

2. In an academic context, enrollment management should be a bottom up policy that trusts the expertise of faculty to determine any academic solutions.

3. Clarify: how do we define a "balanced curriculum?" How is it achieved? The academic senate might convene either an enrollment management summit or form a balance of curriculum committee to consider the big picture of their curriculum

4. Ultimately, what effect do the decisions guided by the enrollment management policy have on learning and student success at the college?

Considerations for an Enrollment Management Policy

1. If an enrollment management policy does not exist, then the academic senate should initiate discussions about developing a policy.

2. The academic senate should initiate changes to any current enrollment management policy/processes if those policies/processes are not serving students with an education of the highest possible quality. Policies and procedures should be reviewed and updated periodically.

3. The academic senate should clarify what decisions should be primarily the purview of the academic senate versus those that an enrollment management committee (with academic senate representation) should decide.

4. The academic senate or a shared governance committee might consider conducting an internal "enrollment management audit", to determine where decisions are currently being made, how, and the level faculty participation. The audit could raise such questions as: How are decisions currently being made? What behaviors or factors "poison the well" and make collaborative enrollment management difficult to achieve? How can we manage the human element? What guiding principles should we develop for decision-making based after observing current practice/behaviors?

5. The academic senate might consider whether to adopt this paper or the 1999 paper locally (or portions thereof) in their philosophy statement of enrollment management.

Possible components to include in a policy:

1. How does the enrollment management policy link to the college's stated mission and the educational master plan? What is the relationship among other college committees and processes (e.g., budget and allocation committees, deans' council, union) and the enrollment management processes? Does the college's Program Discontinuance policy also have criteria for program reduction or should such criteria also be in a policy? Do policies also address program growth criteria?

2. What are the academic priorities for the college/district at this time and for the future (short term/ long term)? Do certain programs require additional resources and if so, for how long? What weight is given to factors such as past enrollment data versus courses needed for students to reach their many different goals?

3. In a multi-college district, does the enrollment management policy (as well as the processes or results) need to be the same at each campus/college? What local, district considerations or issues need to be considered and agreed upon? Can local decisions be made within some general guidelines? What does the bargained contract say?

4. When new courses or programs are developed, should they automatically be given slots in the schedule? How do they fit into the overall offerings?

5. How can enrollment management committee members be encouraged to consider the overall needs of the students/college rather than only argue for their programs? How can we prevent pitting faculty against faculty or departments against departments? Should committee members leave their department hats at the door and look at the big picture? If the faculty are not successful at that, does that decision contribute to administrators making enrollment management decisions without faculty present?

6. What are the minimum class size policies? (This topic is also a union issue). How is class size in DE addressed? Would it be useful to consider something like the "The Break Even Calculator" which a union (CCA/CTE) developed to calculate the number of students needed in each class in order for the college to break even (in costs associated with teaching that class)? Another option is to provide flexibility within a department to offer small sections if others are larger and the overall numbers are sufficient.

7. If the college needs to increase or decrease enrollment, how will decisions be made? What is the process? What data will be used to make decisions? Is it acceptable to make across the board reductions (e.g., reduce all departments by 10%)? If not, how can appropriate (or necessary?) reductions be made? How might a policy prevent "cherry picking" programs to reduce?

8. How can the policy take into account the effect that will occur to student services when scheduling changes are made (e.g., weekend or off-site classes)?

9. How does the policy being created recognize the many variables that go into class section additions and subtractions? Can the guidelines address these variables and provide clear direction for both additions and subtractions?

10. How is a "balanced" schedule determined, with considerations to weekend/summer/night/weekday/ inter-session offerings as well as across programs and departments?

As faculty reflect on enrollment management and work on the development of policies or procedures, the following Academic Senate papers provide background, principles and recommendations that are especially relevant:

- *The Role of Academic Senates in Enrollment Management, 1999*
- *The Faculty Role in Planning and Budgeting, 2001*
- *Program Discontinuance: A Faculty Perspective, 1998*
- *Ensuring the Appropriate Use of Educational Technology: An Update for Local Academic Senates (2008)*
- *Program Review: Developing a Faculty-Driven Processes 1996*
- *What's Wrong with Student Fees? Renewing the Commitment to No-Fee, Open-Access Community Colleges in California (2004)*
- *Developing a Model for Effective Senate-Union Relations 1996*
- *Ensuring the Appropriate Use of Educational Technology: An Update for Local Academic Senates 2008*
- *Minors on Campus, 2006*

Considerations for Enrollment Management Procedures (including scheduling)

1. What roles do the academic senate discipline faculty and faculty chairs play in the daily procedures of enrollment management?

2. If urgent decisions must be made about course offerings, how will they be made and by whom?

3. When classes are cancelled, how are students immediately notified and by whom?

4. What are the criteria for opening additional sections when needed during the registration period? What is the wait list procedure?

5. Whenever reductions are made, what criteria need to be considered (e.g., the impact on students' meeting their goals, whether for basic skills, certificates, degrees etc) or eliminating the sections needed for a full time load (which is also a union consideration)?

FAQs

Q: Whose job is enrollment management? What is the academic senate's role?

A: Enrollment management should be a collaborative effort, primarily involving faculty and administrators. If a college does not have a designated committee, or some other organization that handles enrollment management, then the senate should initiate a dialog. The senate needs to be certain that faculty primacy is recognized in academic and professional matters, so that such things as maximizing apportionment do not drive curriculum or other decisions. When a policy is developed, consideration also must be given to the role of students and staff.

Q: What if others on campus do not want to include faculty in enrollment management planning and decisions?

A: The academic senate must provide leadership and articulate the sound educational reasons for including faculty in decisions. (This is an example of why faculty need to be knowledgeable about their 10 + 1 responsibilities.) The academic senate should help form a vision of collaboration and a philosophy for enrollment management on behalf of students. While developing local policies, the State Academic Senate papers can be resources and the local senate (with administrators) should ensure that all faculty and others involved in the enrollment management function are trained. The level of faculty participation in the implementation of enrollment management will vary from college to college, and should be jointly agreed upon in policies and procedures.

Q: What do you do if the district needs to reduce or add classes immediately, and there is not time for a lot of deliberation?

A: Ideally the college will develop a policy and either form an enrollment management committee or use another existing body to handle such circumstances, and if there is not one, the senate should initiate the dialog. In any case, faculty should be involved in the academic decisions, even if they have to be made quickly.

Q: How do you get departments to look at the big picture about the students' needs across campus and the overall program offerings rather than only defend their program or individual schedules?

A: It might be a challenge to get buy in, but it is crucial that faculty and departments see that the overall students' needs outweigh those of individual programs and faculty. Faculty need to be given the big picture, so that they fully understand the repercussions that enrollment management has on them in terms of cutting of classes, programs, etc. Providing the faculty with good data helps to keep everyone objective and focused on solutions. The academic senate can set the right tone. An enrollment management committee can provide leadership by helping to establish a culture on campus that supports an understanding of the big picture at the same time offering individual programs the opportunity for input. This also illustrates why effective program review and program discontinuance policies are important.

Q: How can a college balance immediate needs for new curriculum, which occurs in some fields against the other college priorities? How do you re-allocate resources from one program to another area?

A: This question speaks to the need to develop a policy, and ideally the policy is not developed while in emergency circumstances (e.g., a budget crunch). A policy would recommend strategies to handle an array of factors, such as student and workplace demands, the college's immediate and long-term priorities, and the balance of curriculum that the college has identified.

Q: Sometimes our college is "chasing apportionment" and at other times the focus is on "chasing efficiency." In other words, sometimes we are told to cancel all classes with fewer than 19 students while other times we're told we can keep a section with only 13 students. Who decides? Who is right? How do we keep all faculty and deans informed about the rationale or justification?

A: It is true that from year to year, the colleges may be in a growth or reduction mode, depending on how close the college is to its cap. Some colleges use a system such as the "The Break Even Calculator" described under the Recommendations section, while elsewhere the union determines ways that within a department, some classes can be small as long as others reach a targeted number (and the overall enrollment meets a pre-determined goal). At some colleges deans do the information dissemination while at others it is department or division chairs. Regardless, this question might be best addressed in an enrollment management policy or procedures.

Q: What is the role of counselors in enrollment management?

A: Counselors (and other faculty in student services) often are more aware of the effects of scheduling decisions and registration processes on students. They spend a great deal of time looking at the whole catalog and each term's schedule, so when the college creates or revisits its enrollment management policy and procedures, they should be included. They are often more aware of requirements students need, which majors are popular at transfer institutions as well as the personal constraints faced by students as they schedule their classes.

Q: An administrator told our department that if we have prerequisites on our courses, it would hurt enrollment, so we were told not to have prerequisites.

A: Decisions about whether or not a course needs a pre-requisite should only be determined by the faculty following the Title 5 requirements for pre-requisite validation. The reasons for adding a prerequisite should be based on the course content and the chances for student success. Such decisions should never be based on enrollment or apportionment considerations. If it is best for the student success and progression in college, it is academically sound and if the proper validation is conducted, prerequisites should be applied.

Conclusion

While the Academic Senate continues to endorse the principles and recommendations in its first enrollment management paper (see Appendix A), it is hoped that the new information and recommendations in this paper can assist local senates and the faculty as a whole whenever they participate in enrollment management discussions and decisions, whether they are serving on the academic senate, working in their departments, or as members of district and college participatory governance committees. This paper has highlighted many of the new realities in our colleges that can affect enrollment management.

Faculty are the closest to students, and because curriculum falls under their Title 5 areas of responsibility, determining which courses to offer as well as how to schedule them cannot be done well without a strong and informed faculty presence.

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APPENDICES

Appendix A. Recommendations from "The Role of Academic Senates in Enrollment Management" (1999)

Recommendations For Developing And Evaluating Enrollment Management Plans

The criteria for the development and implementation of an enrollment management process should be at the local level, determined by the unique needs and characteristics of a college campus and its surrounding community. They should:

‣ Ensure that student access and success are of first priority.

‣ Utilize qualitative data—faculty's commitment to a comprehensive and balanced curriculum must be acknowledged. Innovative courses are created when faculty recognize the need to address their subject in a new way and when they are supported in their efforts to improve their programs. Student experiences and outcomes are also important factors to consider.

‣ Be dedicated to ensuring the best educational experiences possible within the context of available resources.

‣ Relate to the college's mission and goals.

‣ Be based upon uniform measures.

‣ Be based upon consistent principles and policies applied across the curriculum.

‣ Be based upon trends over time, typically three to five years.

‣ Utilize quantitative data–in making enrollment management decisions, the following quantitative factors need to be considered: consistently weak or high enrollments, course retention rates that are typically below expectations, term-to-term persistence rates for student achievement, over-enrollment and long waiting lists, limited scheduling options, averaging student enrollment by sections offered, and the variety of ways to provide instruction (on-line, telecourse, accelerated, weekend, semester length), the match or fit between pedagogical design and delivery modes and student profiles and learning styles.

Appendix B. Title 5 Sections pertaining to Apportionment

58003.1. Full-time Equivalent Student; Computation.

(a) Pursuant to the provisions of section 58051, the units of full-time equivalent student for apportionment purposes shall be computed for courses, including those delivered by distance education under article 1 (commencing with section 55200) of subchapter 3 of chapter 6, based on the type of course, the way the course is scheduled, and the length of the course.

(b) The governing board of each community college district shall, for each of its colleges or its district, select and establish a single primary term length for credit courses that are scheduled regularly with respect to the number of days of the week and the number of hours the course meets each week, inclusive of holidays. The units of full-time equivalent student of credit courses scheduled conterminously with the term, exclusive of independent study and cooperative work-experience education courses, shall be computed by multiplying the student contact hours of active enrollment as of Monday of the weeks nearest to one-fifth of the length of the term, unless other weeks are specified by the Chancellor to incorporate past practice, by the term length multiplier, and divided by 525. The term length multiplier for attendance accounting purposes shall be determined in accordance with this chapter, provided that the maximum multiplier for semester length terms shall be 17.5 and the maximum multiplier for quarter length terms shall be 11.67.

(c) For credit courses scheduled to meet for five or more days and scheduled regularly with respect to the number of hours during each scheduled day, but not scheduled conterminously with the college's primary term established pursuant to subdivision (b), or scheduled during the summer or other intersession, the units of full-time equivalent student, exclusive of independent study and cooperative work-experience education courses, shall be computed by multiplying the daily student contact hours of active enrollment as of the census days nearest to one fifth of the length of the course by the number of days the course is scheduled to meet, and dividing by 525.

(d) For credit courses scheduled to meet for fewer than five days, and all credit courses scheduled irregularly with respect to the number of days of the week and the number of hours the course meets on the scheduled days, the units of full-time equivalent student, exclusive of independent study and cooperative work-experience education courses, shall be computed by dividing actual student contact hours of attendance by 525.

(e) For all open entry-open exit credit courses and for all noncredit courses otherwise eligible for state aid, the units of full-time equivalent student shall be computed by dividing actual student contact hours of attendance by 525.

(f) For independent study and cooperative work-experience education courses:

(1) For credit courses, for purposes of computing full-time equivalent student only, one weekly student contact hour shall be counted for each unit of credit*<https://roadrunner.riohondo.edu/exchange/MPilati/Drafts/RE:%20%20DE%20quest.EML/1_text.htm#_msocom_1>*[WNorth1] for which a student is enrolled in one of those courses. The full-time equivalent student of those courses shall be computed by multiplying

the units of credit for which students are enrolled as of the census day prescribed in subdivision (b) or (c), as appropriate, for the primary term or intersession and duration for which the course is scheduled, by the term length multiplier as provided for in subdivision (b), and dividing by 525.

(2) For noncredit course sections conducted as distance education, for purposes of computing full-time equivalent student only, weekly student contact hours shall be derived by counting the hours of instruction or programming received by the students, plus instructor contact as defined in programming received by the students, plus instructor contact as defined in section 55204, plus outside-of-class work expected as noted in the course outline of record and approved by the curriculum committee, and dividing the total number of hours thus derived by 54. Hours of instruction or programming received shall be independently verified by the instructor using a method or procedure approved by the district according to policies adopted by the local governing board as required by section 58030. Full-time equivalent student for such noncredit distance instruction course sections shall be computed by:

(A) multiplying the average of the number of students actively enrolled in the section as of each census date (those dates nearest to one-fifth and three-fifths of the length of the course section) by,

(B) the weekly student contact hours as derived above in this section, by

(C) the primary term length multiplier of 17.5, and

(D) dividing by 525.

(g) Notwithstanding subdivisions (b) and (c) of this section, the units of full-time equivalent student for any credit course other than independent study and cooperative work-experience education courses may, at the option of the district, be computed by dividing the actual student contact hours of attendance by 525. When a district chooses to exercise the option of computing attendance for any course section by the actual student contact hours method, such method must be used consistently for all attendance accounting for that section.